DOCUMENT RESUME

ED 068 738 AC 012 620

TITLE	Local Government Manpower Requirements for Community Development in South Carolina. Memorandum No. 1.
INSTITUTION	Public Research and Management, Inc., Atlanta, Ga.
SPONS AGENCY	South Carolina State Planning and Grants Div., Columbia.
PUB DATE	Feb 71
NOTE	68p.; One of a series of reports
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*Community Development; Community Responsibility; Educational Needs; Labor Force; *Local Government; *Manpower Needs; Occupational Information; *Occupational Surveys; Occupations; Publications; Surveys; Technical Reports; Training
IDENTIFIERS	South Carolina

ABSTRACT

Local government manpower requirements and training needs as related to the process of community development in South Carolina are discussed in this preparatory report. The process of community development is defined in terms of the responsibilities of major public, quasi-public, and private participants with an emphasis on the role of local government. Community responsibility units are grouped into political-legal, social, and physical areas. Core occupations for each unit are specified, and educational and skill requirements are enumerated. Significant employment patterns for the four general levels of occupations in terms of manpower sources, attrition, attitudes, and motivation are given. (For related document, see AC 012 621.) (Author/RS)

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ED 068738

ONE OF A SERIES OF REPORTS

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Columbia, South Carolina 29201
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entitled

MEMORANDUM NO. 1 - LOCAL GOVERNMENT MANPOWER REQUIREMENTS FOR COMMUNITY DEVELOPMENT IN SOUTH CAROLINA

The Preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development. (C.P.A. Project SC P-41 G)

AC 012 620

National Reading Center
1776 Massachusetts Ave., N.W.
Washington, D.C. 20036

ABSTRACT

TITLE: Memorandum No. 1, Local Government Manpower Requirements for Community Development in South Carolina

AUTHOR: Public Research and Management, Inc.
Atlanta, Georgia

SUBJECT: Contract report on local government manpower requirements for Community Development in South Carolina including identification of community and definition of development

DATE : February, 1971

PLANNING AGENCY: Office of the Governor
State Planning and Grants Division

SOURCE OF COPIES: National Technical Information Service
Springfield, Virginia 22151

State Planning and Grants Division
915 Main Street, Columbia, South Carolina 29201

For Reference:
- HUD Regional Office Library, Region IV, Atlanta;
- HUD Washington Library;
- University of South Carolina Library, Columbia;
- Clemson University Library
- State Library, Columbia.

HUD PROJECT NUMBER: S.C. P - 41 G

SERIES #: N.A.

PAGES: 69

ABSTRACT: This report is preparatory to a study designed to determine local government manpower requirements and training needs as they relate to the process of community development in South Carolina. A working definition is formulated of the process of community development in terms of the responsibilities of major public,quasi-public and private participants with particular emphasis on the role of local government. Community responsibility is defined to include the following ten areas: General Government, Human Resources, Education, Health, Housing and Environment, Recreation and Cultural, Public Protection and Safety, Natural Resources, Transportation and Economic Development. The first two of these are grouped as the Political-Legal area; the second two as the Social area; the remainder as the Physical area. Core occupations in each area are specified and educational and skill requirements stated for these generic occupations. Significant employment patterns for the four general levels of occupations in terms of manpower sources, attrition, attitudes and motivation are given.

MEMORANDUM

LOCAL GOVERNMENT MANPOWER REQUIREMENTS FOR COMMUNITY DEVELOPMENT IN SOUTH CAROLINA

Office of the Governor
State Planning and Grants Division

Consultant

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FOREWARD

The State of South Carolina has made a direct and substantial commitment to develop its human resources. This commitment is one of unpararelled importance, for people are, unquestionably, the most valuable resource a political entity can possess. Manpower is the prime material from which progress is fashioned, and, fortunately, it is a resource that is readily available throughout the State.

The efforts that South Carolina has already made toward this end are significant. They demonstrate the State's awareness of the value of human resources and indicate its willingness to take the action necessary for manpower development and use. Particularly important among these accomplishments are:

1. The development of a statewide system of two year technical institutions under the direction of the State Committee for Technical Education (TEC).
2. The development of an Educational Television System, which has extensive state-wide capabilities on both open and closed circuits.
3. Specific programs and projects of various State agencies (e.g., Employment Security Commission, State Planning and Grants Division, etc.), the several sub-state planning districts, and the institutions of the University System in the broad areas of manpower planning and human resource development.

These and other allied efforts represent excellent means by which continuing, in-depth efforts can be directed toward the preparation of South Carolina's human resources for maximum contributions to the State's progress and welfare. However, for the State to realize maximum benefit from its human resource development work it should have a master plan to guide its efforts.

This Memorandum has been developed to serve as a "base" for the State's continuing efforts throughout the broad areas of manpower training and development. Its principal purpose is to serve as a foundation upon which all human resource development programs and projects can be built, and to provide a basic reference point for the evaluation and coordination of all such efforts. Additionally, this memorandum has a specific focus in the area of local government urban development manpower as hereinafter described.

Specific Focus

The Office of the Governor, State Planning and Grants Division has undertaken a local government manpower survey under Section 701 of the Federal Housing Act of 1954, as amended. The project, funded under Comprehensive Planning Grant Contract (No S.C. P-41(G), is designed to determine local government manpower requirements and training needs as they relate to the process of community development in the State of South Carolina. This memorandum formulates a working definition of the process of community development in terms of the responsibilities of major public and private participants with particular emphasis on the role of local government in the community development process.

INTRODUCTION

The word "community" has a wide variety of meanings depending upon the perspective of the person using it. A community within varying contexts may be a neighborhood, village, town, city, region, state, nation, planet, solar system, galaxy, or even the universe. Various criteria such as size, geographic location, population characteristics and shared institutions may be employed to characterize communities. An illustration of a generally accepted definition follows:

> "Communities do not exist in vacuum. Each one occupies its own physical setting and is spatially surrounded by other communities more or less similar in organization, culture, and function. Institutional arrangements provide the framework within which various members of these separate communities relate to each other in transitory or in permanent cooperative activities. Within each community one finds the economic, political, religious, social, even familial activities which create cohesion among its members, and which also extend to or include those of other communities. Taken as a whole, these linkages between communities make up the network called 'society'." (1)

The community is not just a place, a social and economic system or a way of life shared by a number of people.. The community and its development must also be viewed as a process a part of the larger society which can as an entity unto itself be identified and studied.

The purpose of this report is to present a working definition of the community development process that can be used as a basis for specifying relevant core occupational categories at the local government level. The roles, functions and responsibilities of major participants in the process are identified with specific emphasis on local government. The core occupational categories thus identified for local government are used as a basis for expressing generic job descriptions. skill and education levels, and normal skill relationships and occupational paths.

The core occupational categories also serve the purpose of describing the normal organizational patterns of local government in the community development process.

I

Working Definition of Community Development Process

A. Definitions

1. Community

For purposes of this report, a community is defined as:

> An interacting group of individuals and/or groups and institutions, who, by design or circumstance, are linked together by one or any number of characteristics, needs and interests.

The salient characteristics of communities generally include the following:

a. People

The size of a community in terms of population is a fundamental factor. Communities of varying size are different from one another, e.g., small towns, central cities, metropolitan areas. Closely associated with size or absolute numbers is density of population. In addition to scale and density, other important demographic factors include geographic distribution, age of residents, level of income, ethnic and racial composition, sex ratio, degree of homogeneity, etc.

b. Location

The location of the community is important from several viewpoints. Of primary importance is the physical environment. What are the natural resources of the community? Significant physical features include soil, drainage, climate, topography, and minerals. Secondly, location produces effects upon such external factors as transportation, communications and relationships with other communities.

c. Time

Time refers to the age of the community. How long has it been in existence and how long in its present location? What are the age and condition of its physical facilities? There will be obvious contrasts between older and newer communities in terms of service demands, resident needs and types of governmental activities.

d. Function

Function for purposes of this study refers to economic function. Communities may be divided into functional types based on dominant economic activities. The International City Manager's Association devised such a classification based on the economic functional types enumerated below:

Manufacturing -- where 50 per cent or more of the aggregate employment is in manufacturing and less than 30 per cent is in retail trade;

Industrial -- where 50 per cent or more of the aggregate work force is in manufacturing and over 30 per cent is in retail trade;

Diversified-Manufacturing -- where employment in manufacturing is greater than that in retail employment, but less than 50 per cent of the total employed in the four major categories;

Diversified-Retailing -- where employment is greater in retailing than manufacturing, but manufacturing accounts for at least 20 per cent of the total in the four major categories;

Retailing -- where retail employment is greater than manufacturing or any other component of the aggregate work force, and manufacturing is less than 20 per cent;

Dormitory -- where aggregate employment is less than 67 per cent of the resident labor force engaged in activities cited above and below.

In addition the ICMA survey of cities classified a number of specialized economic activities which constitute the primary support of communities. Examples include the following:

Wholesaling -- where employment in this trade constitutes at least 25 per cent of the aggregate employment;

Mining - where the resident labor force in mining is greater than that in manufacturing or retail trade;

Transportation -- where the resident labor force in transportation is greater than that either in manufacturing or retail employment;

Resort -- where the employees in entertainment, recreation, and personal services, but not in private households, total more than the manufacturing or retailing employment;

Government -- where the resident labor force in public administration and the armed forces outnumbers the combined manufacturing and retail employment and is greater than any other category and also where public civilian personnel exceed military personnel;

Armed Forces -- where the resident armed forces constitute more than 50 per cent of the resident labor force, or outnumber the combined employment in manufacturing and retailing and are more than 20 per cent of a city's total population;

Professional -- where the resident labor force in professional activities (other than health and education) exceeds manufacturing or retail employment;

Hospital -- where the hospital labor force surpasses that in either manufacturing or retailing;

Education -- where educational employees outnumber those in the two major sectors;

Service -- where employment in selected services is at least 30 per cent of the aggregate and where a city does not qualify for any other category.

2. Community Development

Community development has a number of different meanings. Most definitions stress external tangible efforts and achievements, such as community improvement programs, number of schools and hospitals constructed and other action programs designed to influence progress and change. More is involved, however, than the outward appearances of improvement programs or the overt steps of persons and organizations to influence people and institutions.

In this report, community development is broadly defined as being any positive or negative change occurring within the community. This change may result from either deliberate action by members of the community or from inaction or inertia. It may be the result of planned goals and/or high standards of value or from the lack of goals and/or lower standards of value. Community development may also be described as being process rather than end oriented, i.e., the result of interaction of people and institutions rather than the accomplishment of a specific goal or achievement.

3. Community Development Process

The word "process" as used in conjunction with community development is defined by this study to mean:

> A progression or series of events, either planned or unplanned, which result from the actions of the participants in attempting to serve their individual and/or collective needs. The process may be motivated by choices of participants, by inaction or by external forces and influences.

The community development process, then, is any series of events in which individuals, groups, and/or institutions interacting together effect some type of change, whether planned or unplanned, positive or negative. Even if the overall process is not continual in and of itself, its constituent parts, both singly and in unison, are perpetually in movement. Sometimes programmed and sometimes not, the process is ongoing, a resultant of the interplay between and among both external and internal forces. Whatever the nature of the process, however, the community continues to develop.

4. Classes of Participants In The Process

In the community development process participants play two major roles,

namely, initiators and respondents. For purposes of study and analysis, this report will view all participants as respondents. Most of these participants, furthermore, will be respondents primarily from within the public sector.

In addition to being classified as initiators and respondents, participants in the community development process also are classified as follows:

I: Public - Includes those entities which have their basis for existence in and derive their powers and authority from State, Federal, and/or local law. In the majority of instances they are also either wholly or partially supported by tax revenues and are governmental or regulatory by nature.

II: Quasi-Public - Includes those entities which are strictly regulated by governmental authority because they are essential to the general welfare, but which have their origin in and possess other recognizable characteristics of the private element, e.g., profit motives, as well as organizations that derive their major support from public money and/or represent public employees but are not in and of themselves public agencies (governmental organizations). Included also are consumer organizations which represent the public and/or consumer interests before both public and private agencies; political parties which, while being publicly regulated, are private political organizations designed to gain control of the governmental machinery; and the electorate, that unorganized mass of voters who periodically, though indirectly, mold and shape public policy and who ultimately determine what indivuduals and political party will control the government.

III: Private - Includes those entities which are characterized by private ownership and/or individual interests. They are neither governmental nor wholly regulated by government and, hence, are not a part of the public or quasi-public elements.

5. Specific Identification of Participants

A specific identification of participants within each of the three basic classifications follows:

Class I: Public

Cities

Municipal corporations created by a state mainly for the interest, advantage and convenience of a locality and its people.

Counties

Local subdivisions of a state, created by the sovereign power of the state, for purposes of political organization and civil administration.

Special Districts, Authorities, Commissions

Unifunctional units or organizations, providing one or more specific services to the population within their legal boundaries, such as schools, hospitals, recreational areas, turnpikes, etc.

State

Any one of the fifty (50) unitary governmental subdivisions of the United States, which possesses complete authority and control over local governments within its boundaries.

Federal

The central national government of the United States, including all of its functions and organizational entities.

Class II: Quasi-Public

Utilities

Organizations which provide such necessary and essential services as electric power, gas, public transportation, telephone service, etc., and which tend to be "natural monopolies".

Public Interest Groups

Various associations, usually non profit, which represent voluntary membership of public organizations, agencies and individuals. Examples include the National League of Cities, state municipal associations and public employees professional organizations such as the Public Personnel Association, Municipal Finance Officers Association, etc.

Class III: Private

Professions

Includes a number of occupational fields, e.g., law, medicine, theology, etc.

Industries

Organizations which characteristically employ labor and capital, and which are concerned with production of needed goods or services and with the realization of subsequent profit. They include:

Manufacturing
Services
Mining
Transportation, etc.

Private Organizations

These include the entire spectrum of private groups and organizations which serve the collective needs or goals of a wide variety of memberships and/or contributors. The major types of these organizations are as follows:

1. Religious Faiths, Organizations and Foundations - includes all organized religious and church groups as well as such religious affiliated organizations as the Salvation Army, the Young Men's Christian Association, and the Young Women's Christian Association.

2. Business, Trade, and Professional Organizations - includes those business and professional groups concerned to a large extent with a community's public policy, economic development, and general health and well-being. Examples include local Chamber of Commerce, Jaycees, merchants' associations, medical and dental associations, etc.

3. Civic and Service Organizations - includes citizen groups concerned primarily with community (or neighborhood) interests, especially with respect to some area of civic or governmental affairs. Included among such organizations are the owners, taxpayers and neighborhood associations.

4. Private Welfare Organizations - includes groups which provide assistance to, sponsor research on behalf of, and in other ways serve the needs of the disadvantaged or disabled such as the Easter Seal Society, Good Will, Heart Fund, etc. Also included are those organizations that provide financial assistance to private welfare groups such as the United Fund or Community Chest.

5. Labor Organizations and Unions - includes all groups which represent laboring and other occupational categories.

6. Fraternal/Social Organizations - includes any number of groups which provide social and/or community service opportunities such as the Shriners, Knights of Columbus, Junior League professional, business, and social Franternite and sororities, etc.

7. Political Organizations - includes community-wide political party organizations, non-partisan groups and special political interest groups organized to advocate differing political philosophies, to promote candidates for public office, and to serve as forums for public issues.

8. Special Interest Groups - includes any number of groups formed for the purpose of advancing the interests of and/or for the protection of minority groups, animals, natural resources, etc.

Individuals

Persons not a part of any organized group or institution.

B. Roles, Responsibilities and Functions of Participants

1. General

Community development may arise through volunteer efforts of local people, individually or collectively, or through the attention of trained or untrained

initiators. It may be designed or totally without planning. The community is a dynamic process, one in which related and unrelated events lead to constant change.

2. Community Responsibility Areas

Within the process of community development it is possible to identify a number of principal areas of responsibility which involve, either directly or indirectly, the major participants (public, quasi-public and private) in the community development process. This report defines these areas of community responsibility, to include at least the following:

I. Political-Legal Area

This area entails those facets of community reponsibility generally identified as being nearly exclusively within the scope of governmental operations. They are:

a. General Government- The administration and function of governmental agencies and institutions and, through them, the provision, regulation and protection of a range of services to individuals and organizations. Specific responsibilities include day to day governmental administration (by elected officials and appointed administrators), long and short term planning, financing governmental operations, etc.

b. Public Protection and Safety- The planning, direction and operation of programs, institutions, and activities for the protection of life and property from national and man-made disasters. Specific responsibilities include the prevention and investigation of crime (and all related police activities), the prevention and surpervision of fire, and the provision of all civil defense related services.

II. Social Area

This area entails those aspects of community development related to the total development and utilization of people, and to their physical, social, and cultural welfare. It includes:

a. Human Resources - The care, cultivation, rehabilitation, and productive utilization of manpower resources. This includes efforts in the areas of:

1) Education, which involves the provision of institutions and systems for the education and training of individuals, so that they can live more meaningful, productive. and economically rewarding lives.

2) Health and Welfare, which involves the planning and execution of programs and activities aimed at the protection of human and animal life from illness and disease, and at the care, treatment and rehabilitation, etc. of the sick, the aged, and other disabled or disadvantaged members of society.

b. Recreation and Culture- The planning, development, administration and maintenance of facilities and programs for personal (and collective) enrichment, entertainment and relaxation. Responsibilities include the provision of ways and means to productively and enjoyable spend leisure time (e.g. libraries, zoos, parks, theater, etc.)

III. Physical Area

This area includes those phases of community development related to the total physical environment and to the productive development and employment of physical facilities and the utilization and protection of natural resources. This area includes:

a. Housing and Environment- The planning, production, and upkeep of adequate private and public housing, and the evaluation and improvement of neighborhood environments related thereto.

b. Natural Resources- The location, identification, cultivation, conservation, extraction, and utilization of natural resources.

c. Transportation and Communication- The planning, development, implementation, operation, and upkeep of systems and vehicles for the movement of people, materials, etc., and for effective communications between people and organizations.

d. Economic Development - The formulation and execution of plans and programs aimed at increasing individual and collective welfare through the application of all types of available resources toward productive and profitable ends.

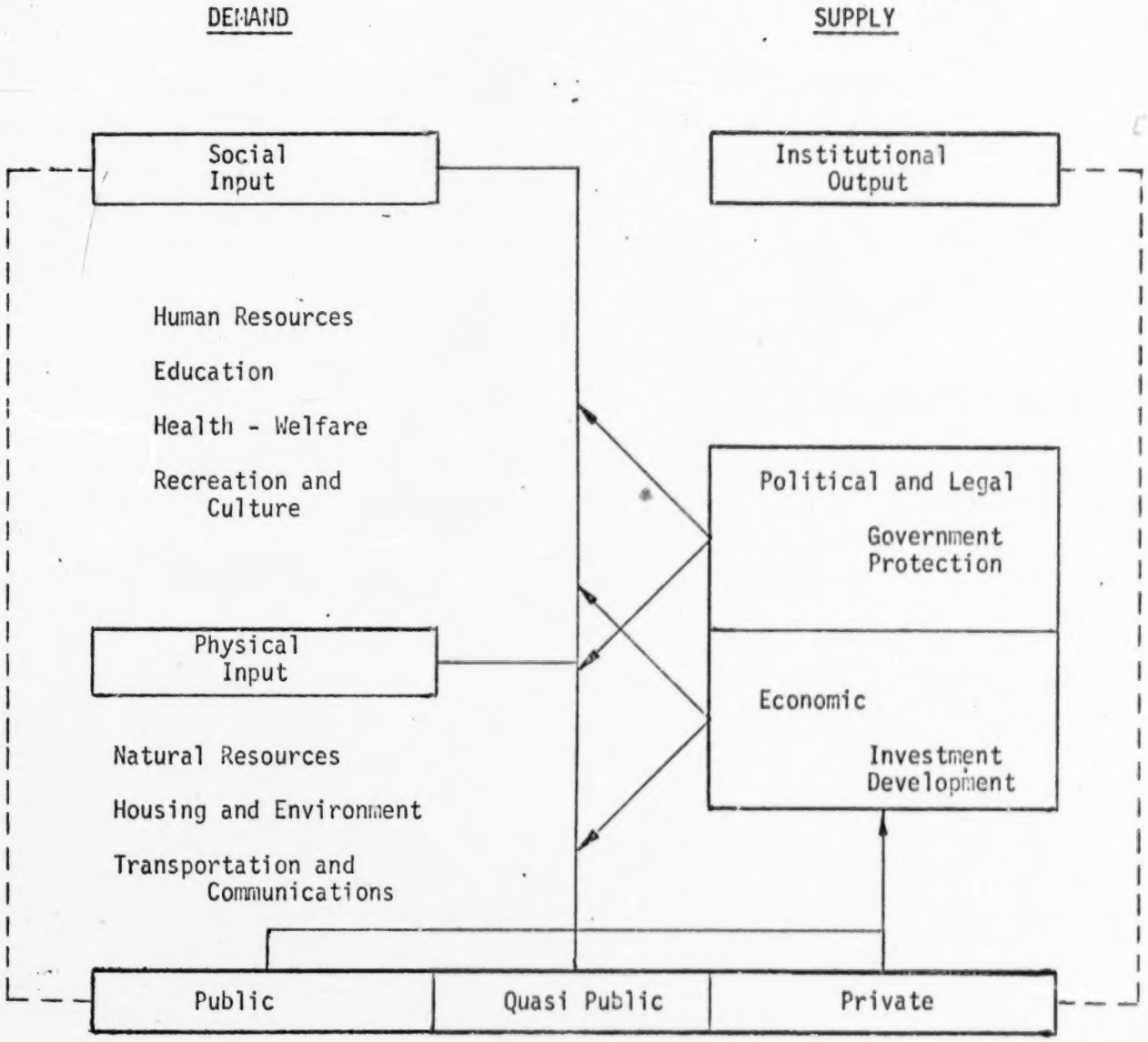
Within all of these areas of community responsibility, each of the three major classes of participants (public, quasi-public and private) have specific and identifiable functions and responsibilities as determined by the nature of the community responsibility area. In other cases, it may be impossible to identify specifically the function of a participant. Chart I graphically identifies the major participants in the community development process from the standpoint of broad areas of community responsibility. Each participant is identified within these various areas of community development in terms of its major orientation. Figure I illustrates the interaction of the major participants in the community development process.

CHART I

MAJOR PARTICIPANTS	AREAS OF COMMUNITY RESPONSIBILITY									
	GENERAL GOVT	HUMAN RESOURSES	EDUCATION	HEALTH	HOUSING AND RESIDENTIAL ENVIRONMENT	RECREATION AND CULTURE	PUBLIC PROTECTION AND SAFETY	NATURAL RESOURSES	TRANS-PORTATION	ECONOMIC DEVELOPMENT
PUBLIC	CITIES COUNTIES STATE FEDERAL SPECIAL AUTH, DIST, ETC.	CITIES COUNTIES STATE FEDERAL	CITIES COUNTIES STATE FEDERAL SP DIST, COUNCILS, ETC.	CITIES COUNTIES STATE FEDERAL SP AUTH, DIST, ETC.	CITIES COUNTIES STATE FEDERAL SP AUTH, DIST, ETC.	CITIES COUNTIES SP DIST, AUTH, ETC. STATE FEDERAL	CITIES COUNTIES SP AUTH, DIST, ETC. STATE FEDERAL	CITIES COUNTIES STATE FEDERAL SP AUTH, DIST, ETC.	CITIES COUNTIES STATE FEDERAL SP AUTH, DIST, ETC.	CITIES COUNTIES STATE FEDERAL SP AUTH, DIST, ETC. P.I.G.'S
QUASI-PUBLIC	P.I.G.'S LABOR ORGS	P.I.G.'S	P.I.G.'S	UTILITIES P.I.G.'S	UTILITIES P.I.G.'S	P.I.G.'S	P.I.G.'S	UTILITIES P.I.G.'S	UTILITIES P.I.G.'S	UTILITIES P.I.G.'S
PRIVATE	POL ORGS	PROFESSIONS -MEDICINE -TEACHING -LAW REL ORGS SP INT GRPS LABOR ORGS CHAR ORGS	PROFESSIONS -TEACHING SP INT GRPS REL ORGS	PROFESSIONS -MEDECINE -TEACHING SP INT ORGS CHAR ORGS	INDUSTRY -CONSTR CIVIC GRPS SP INT GRPS PROFESSIONS -MEDECINE -LAW	INDUSTRY -ENTRTNMNT PROFESSIONS -TEACHING REL ORGS CIVIC GRPS	PROFESSIONS -LAW -MEDECINE CIVIC GRPS BUS. ORGS	INDUSTRY -MINING -TRANS -MFG SP INT ORGS CIVIC GRPS	INDUSTRY -TRANS CIVIC GRPS	INDUSTRY -MINING -MFG -SERVICE -CONSTR LABOR ORGS BUS. ORGS

Mauer

FIGURE 1 (2)



(2) Adapted from emperical research by D. Harrison Pingree, Assistant Director, Council of State Governments, Secretary to the Urban Affairs Committee, Southern Conference.

3. Major Classes of Participants

This section considers the roles and responsibilities only of the three major classes of participants in the community development process as such classes (I Public, II Quasi Public, and III Private) were defined and identified specifically in Section A, Subsection 4 supera. The role of local government as one of the participants in the public sector class is discussed in Part II.

a. Public

Too often the role of public participants in the community development process is viewed as participation on an ad hoc basis, each participant our for itself with its own set of "packaged" programs as specific and identifiable inputs divorced from the broader range of goals and needs. Since a discussion of the specific role of local government is covered in Part II, the two major public participants considered here are the Federal and State governments. Their roles and responsibilities in the community development process are defined as follows:

Federal Government

1. Establishment of goals, policies and priorities for utilizing and redistributing national resources at the state and local level.

2. Setting of standards for execution of domestic programs that affect the well being of states and localities.

3. Participation in local domestic programs through grants to state and local governments in such areas as:

State experiment stations and extension services
Highway construction
Forestry
Vocational education and rehabilitation
Public assistance
Employment security
Public and child health services
Fish and wildlife
Public housing
School lunches
Airport construction
Hospital construction
Mental health facilities
Urban renewal
Sewage treatment

Library services
Medical services (Medicare & Medicaid)
Open space
Air pollution control
Manpower development and training
Outdoor recreation
Poverty
Elementary and secondary education
Water and sewer
Law enforcement assistance
State technical services
Solid waste disposal
Highway beautification

4. Incentives, such as low interest arrangements for businesses and industry, tax incentives,and write-off provisions for capital-investment.

5. Technological innovation for the solution of community problems in areas such as poverty, air pollution and housing.

6. Providing technical assistance and information to improve the planning and management of efforts to improve the urban environment.

7. Judicial review and appeal.

State Government

1. Provides legal frame work for policy determination, political representation and participation and the creation of political subdivisions.

2. Administer State social services, economic development and physical facility programs, e.g., education, highways, recreation, agriculture, cooperative extension, water resources, health, welfare, and economic and special manpower.

3. Formulate standards and exercise regulatory powers with respect to health, safety, welfare, and environment.

4. Coordinate State and Federal assistance programs.

5. Establish policies, provide financial incentives and technical assistance in urban renewal, moderate and low income housing programs, and code enforcement.

6. Participation in transportation programs through enabling legislation and financial assistance.

7. Setting of standards and providing leadership for effective crime control and law enforcement.

8. Providing State level executive administrative leadership through comprehensive planning, coordination, technical assistance and information and training services.

b. Quasi Public

1. Private Utilities

Provision of goods, services, jobs, economic support and investment.

2. Public Interest Groups

Generally supportive of public agencies, propose and often determine public policy, provide legislative representation, articulate problems, and play "Watch dog" role over activities that affect public interests and other similar activities.

c. Private

1. Provision of goods, services, jobs, markets, and economic investment.

2. Cooperation in mutual publicly directed community development that affects the economic interest of the present sector programs in such areas as jobs, training, education, housing, management expertise, and technological innovation.

3. Political involvement through party participation and financial support.

II

Local Government

1. General

The two basic functions of local government in the community are to provide social control and common services. It is recognized that these functions may be performed at several levels by different governmental organizations. The primary focus here is on the role of local government at the community level. The degree and intensity of the local government's role and responsibility will vary according to the nature and type of community. The general trend, however, is toward increased local government involvement in community activities.

2. Definition of Local Government

Although there are a variety of different forms, the essential characteristics of a local government unit include the following:

> (a) An organized entity with governmental attributes, discretion for management of its own affairs, and separate administrative autonomy: (b) an explicit geographic area for which a population can be determined; and (c) authority to impose taxes.

3. Types of Governmental Units

a. Historical Roles - Local government at the community development level falls into three general classes: counties, municipalities, and school boards. Traditionally counties have served two purposes - carrying on certain administrative functions of the state (i.e. courts, welfare, elections) and providing rural services such as building farm roads. Municipalities, on the other hand, have been the suppliers of local community services, e.g., police and fire protection, public works and garbage collection. Education has traditionally been the responsibility of local boards of education. The local school board, while receiving its financial support through the county or city tax structure, has maintained administrative autonomy.

b. Changes in Local Government Functions and Responsibilities-

With urban growth the local government system in this nation has undergone a pronounced change. A few counties have experienced a large scale expansion of functions, particularly functions of a municipal character. With this expanded functional responsibility, however, county government organization has generally remained static and has continued to elect a long list of administrative officers. In addition, absence of central executive direction and diffused legislative authority still dramatize county government.

Municipalities have also experienced intensive functional expansion with urbanization. There has been an intensification of older municipal type functions such as public works, storm drainage, etc. New municipal functions have also developed. Examples include airports, auditoriums, mass transit, urban development, housing, community relations and general environmental control. This, however, is not the case for all municipalities; many are still so small that they do not have the resources to provide a broad range of services.

City government organizations have undergone wide sweeping changes. Strong executive forms of government are now fairly prevalent. There has also been considerable integration on internal structure, reduction in numbers of elected officials and decreased use of boards and commissions in municipal government.

Schools have also undergone significant changes due to urbanization. No longer can each community afford its own separate school system. Greater demands for education have resulted in both the expansion of educational programs and a shortage of buildings, facilities and equipment. Many school systems have had to consolidate in order to provide ample facilities and teachers. Narrow tax bases have caused increased reliance on the State for local school financial assistance.

c. Special Function Districts- A recent phenomenon in the community development process has been the rapid creation of special function districts. Special function districts were originated principally to have independent financing and to be free of local policies. These districts usually provide only a single service such as water supply, sewage disposal, fire protection, etc. and are prevalent in urbanized areas outside of and between municipalities where a full range of services is not available through the county governmental unit. The rapid development and growth of special purpose districts has been primarily due to the inability of general purpose governments to adequately meet community needs.

d. Sub-State District Planning and Development Organization- The latest movement in urban government is the formation of regional planning and development organizations. Such organizations have been established by local governments in most states. Some of them are "Councils of Government" (COG's), while others are "Area Planning and Development Commissions", etc. These organizations cross political boundaries and embrace multi-county areas. In many instances they have been organized around common economic and geographic factors such as stream valleys, trade areas, economic distribution centers, etc. Although their initial focus has often centered upon area planning and economic development, many of these regional organizations have assumed added responsibilities in such areas as local planning assistance, housing, renewal, code enforcement, utility development. More recently, they have been designated by the U.S. Bureau of the Budget as review agencies (under administrative regulations A-95) for federal grant applications made by local governments within their respective areas.

These regional planning and development organizations are coming into great prominence across the country. Initially formed for the purpose of intergovernmental communication and cooperation, these organizations are now assuming greater responsibility as instigators of response in the community

development process. It is quite possible that they foretell a complete restructuring of our present local government system. For example, they may become general purpose governments with responsibility for certain areawide administrative functions such as tax assessment, cooperative purchasing, and code enforcement. They might also be used for the performance of operational functions such as transportation, waste disposal, fire protection and environmental control. They may also become administrative districts of the state with responsibility for traditional state and county type functions such as health, welfare, and highways.

4. Typical Organizational Patterns

Local governments in South Carolina are usually organized along distinct functional lines - police, fire, public works, health, welfare, and judicial- as shown in Chart 2. (See pages 23 & 24.) This organizational structure is generally geared to the performance of repetitive tasks required for providing continuing services. It is not very responsive to change or to the performance of one-time programs which are vital to community development. In short, the typical pattern of local government in South Carolina is one that is primarily devoted to providing the community with a number of continuing day-to-day services such as public protection (police and fire), public works (streets and sanitation), and health and welfare.

For these reasons, the organizational pattern of most governmental (city and county) units is basically horizontal and functional. It will normally include little more than an elected governing body (part time), a clerk-treasurer, and a few operating departments e.g., public works, water, police, fire and sewer. Several cities and counties in the State have adopted professional manager or administrator plans of government. These governments also follow traditional functional patterns of organization. In addition,

the county governmental structure is characterized by a variety of elected county administrative officers who are responsible for specific county governmental activities. Examples include auditor, sheriff, treasurer, tax collector, etc.

There are at present, one or more classic forms of local government organization in the State. The most generally accepted and utilized of these are enumerated below (classic definitions of each is intended to apply).

a. Cities

Mayor-Council Government (two forms- strong mayor and weak mayor plan)
Council-Manager Government
Commission Government (which features executive, legislative and administrative power in one body)

b. Counties

County Commission or Council Government
Legislative Delegation (local representatives to State Legislature)
Commission-Administrator Government

c. Special Boards, Districts, Commissions and Authorities

These local units vary widely as to organization and purpose. In most instances, they are characterized by an elected or appointed administrative board and an operational organization designed to accomplish the purpose of the particular unit, e.g., school boards- school systems, hospital boards- hospitals, water board- water system, fire district - fire protection.

Except for the larger more sophisticated governmental units such as Columbia, Gainesville, Charleston, Spartanburg and similarly sized units, the organizational structures of the State's local governments are not yet equipped or capable of undertaking large-scale and highly complex programs such as air and water pollution control, model cities administration, human resources development and general environmental protection. Even the larger

governmental units in the State have difficulties with intergovernmental coordination and cutting across functional lines to administer a particular program that requires multi-agency involvement.

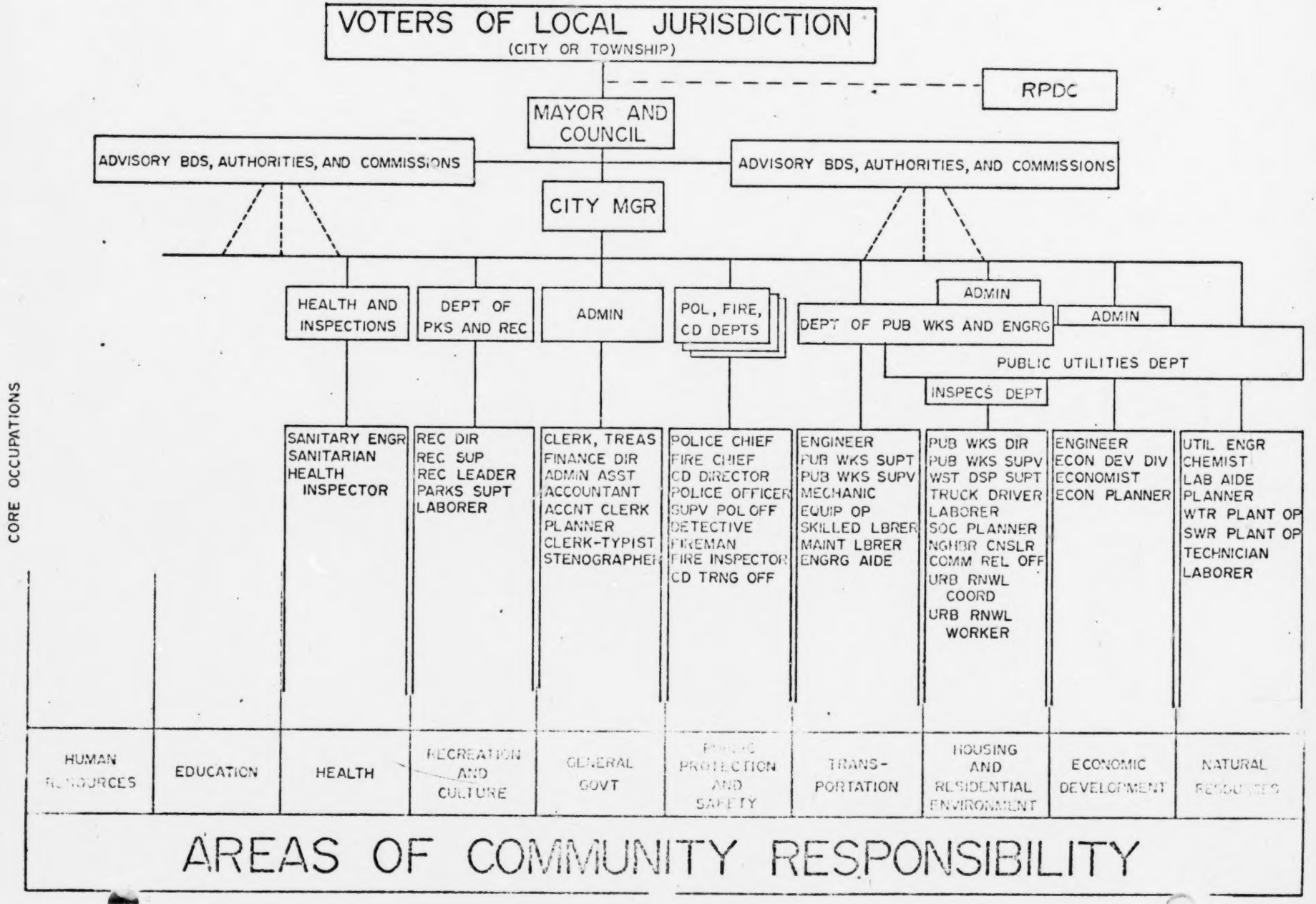
5. Community Development Responsibilities

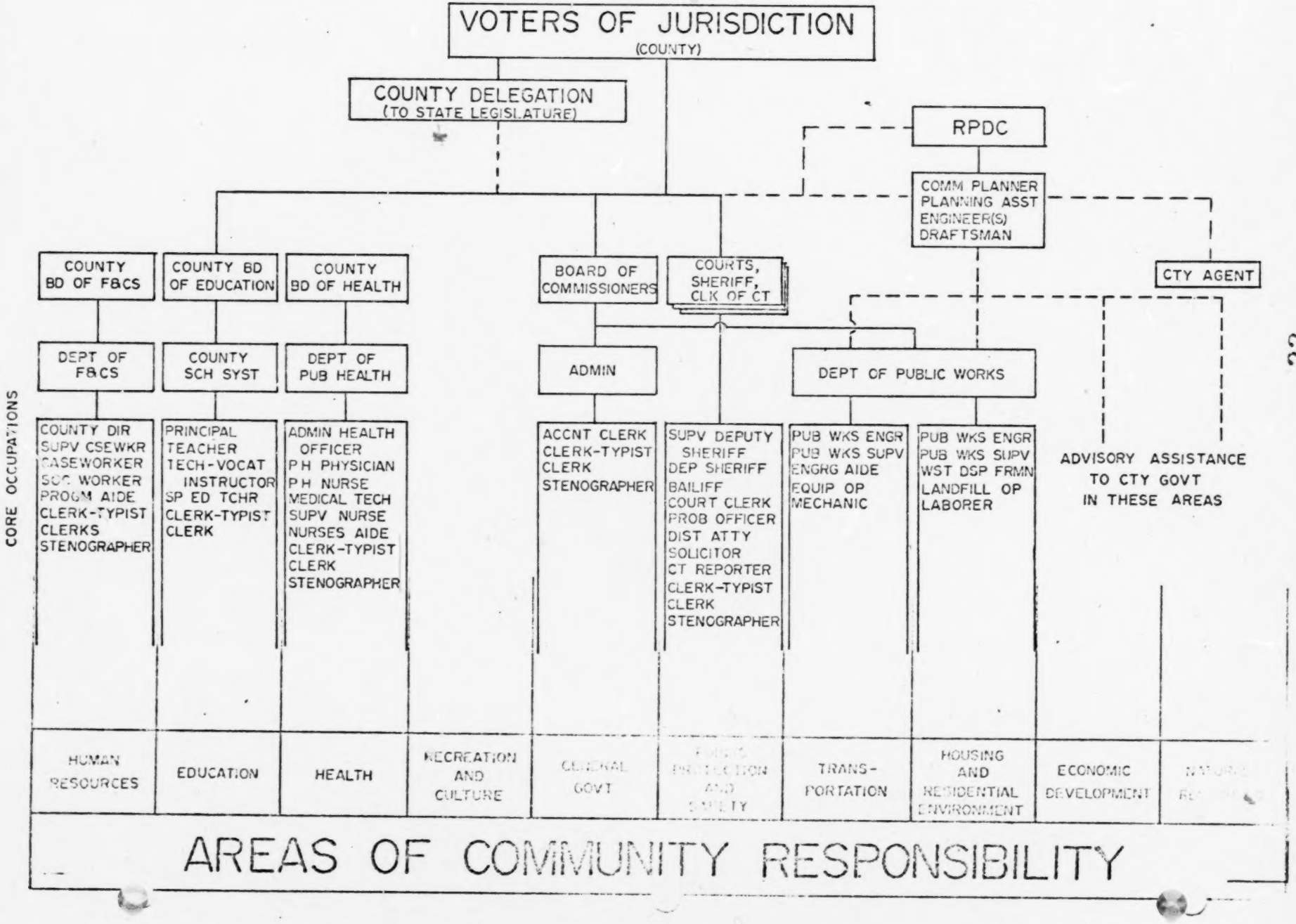
Local government, by previous definition, falls entirely within the public sector class of participants in the community development process. Specific local government entities include the following:

Municipalities
Counties
Special Purpose Districts*

Chart 1 (first and second overlay) illustrates the relationship of typical city and county government organizational structure to the areas of community responsibility as previously defined. The various governmental organizational units which fall within each community work area are identified. The chart also illustrates examples of the core categories of occupations necessary for performance of the function within a given community responsibility area.

* Includes such diverse entities as planning commissions, school boards, hospital commissions, fire districts, housing authorities, etc.


VOTERS OF LOCAL JURISDICTION
(CITY OR TOWNSHIP)
RPDC
MAYOR AND COUNCIL
ADVISORY BDS, AUTHORITIES, AND COMMISSIONS
ADVISORY BDS, AUTHORITIES, AND COMMISSIONS
CITY MGR
HEALTH AND INSPECTIONS
DEPT OF PKS AND REC
ADMIN
POL, FIRE, CD DEPTS
ADMIN
DEPT OF PUB WKS AND ENGRG
ADMIN
PUBLIC UTILITIES DEPT
INSPECS DEPT
CORE OCCUPATIONS
SANITARY ENGR
SANITARIAN
HEALTH INSPECTOR
REC DIR
REC SUP
REC LEADER
PARKS SUPT
LABORER
CLERK, TREAS
FINANCE DIR
ADMIN ASST
ACCOUNTANT
ACCNT CLERK
PLANNER
CLERK-TYPIST
STENOGRAPHER
POLICE CHIEF
FIRE CHIEF
CD DIRECTOR
POLICE OFFICER
SUPV POL OFF
DETECTIVE
FIREMAN
FIRE INSPECTOR
CD TRNG OFF
ENGINEER
PUB WKS SUPT
PUB WKS SUPV
MECHANIC
EQUIP OP
SKILLED LBRER
MAINT LBRER
ENGRG AIDE
PUB WKS DIR
PUB WKS SUPV
WST DSP SUPT
TRUCK DRIVER
LABORER
SOC PLANNER
NGHBR CNSLR
COMM REL OFF
URB RNWL COORD
URB RNWL WORKER
ENGINEER
ECON DEV DIV
ECONOMIST
ECON PLANNER
UTIL ENGR
CHEMIST
LAB AIDE
PLANNER
WTR PLANT OP
SWR PLANT OP
TECHNICIAN
LABORER
HUMAN RESOURCES
EDUCATION
HEALTH
RECREATION AND CULTURE
GENERAL GOVT
PUBLIC PROTECTION AND SAFETY
TRANS-PORTATION
HOUSING AND RESIDENTIAL ENVIRONMENT
ECONOMIC DEVELOPMENT
NATURAL RESOURCES
AREAS OF COMMUNITY RESPONSIBILITY


VOTERS OF JURISDICTION
(COUNTY)
COUNTY DELEGATION
(TO STATE LEGISLATURE)
RPDC
COMM PLANNER
PLANNING ASST
ENGINEER(S)
DRAFTSMAN
CTY AGENT
COUNTY BD OF F&CS
COUNTY BD OF EDUCATION
COUNTY BD OF HEALTH
BOARD OF COMMISSIONERS
COURTS, SHERIFF, CLK OF CT
DEPT OF F&CS
COUNTY SCH SYST
DEPT OF PUB HEALTH
ADMIN
DEPT OF PUBLIC WORKS
CORE OCCUPATIONS
COUNTY DIR
SUPV CSEWKR
CASEWORKER
SOC WORKER
PROGM AIDE
CLERK-TYPIST
CLERKS
STENOGRAPHER
PRINCIPAL
TEACHER
TECH-VOCAT INSTRUCTOR
SP ED TCHR
CLERK-TYPIST
CLERK
ADMIN HEALTH OFFICER
P H PHYSICIAN
P H NURSE
MEDICAL TECH
SUPV NURSE
NURSES AIDE
CLERK-TYPIST
CLERK
STENOGRAPHER
ACCNT CLERK
CLERK-TYPIST
CLERK
STENOGRAPHER
SUPV DEPUTY SHERIFF
DEP SHERIFF
BAILIFF
COURT CLERK
PROB OFFICER
DIST ATTY
SOLICITOR
CT REPORTER
CLERK-TYPIST
CLERK
STENOGRAPHER
PUB WKS ENGR
PUB WKS SUPV
ENGRG AIDE
EQUIP OP
MECHANIC
PUB WKS ENGR
PUB WKS SUPV
WST DSP FRMN
LANDFILL OP
LABORER
ADVISORY ASSISTANCE TO CTY GOVT IN THESE AREAS
HUMAN RESOURCES
EDUCATION
HEALTH
RECREATION AND CULTURE
CLERICAL GOVT
PUBLIC PROTECTION AND SAFETY
TRANS-PORTATION
HOUSING AND RESIDENTIAL ENVIRONMENT
ECONOMIC DEVELOPMENT
NATURAL RESOURCES
AREAS OF COMMUNITY RESPONSIBILITY

III

Relevant Occupational Categories

1. General

Having previously defined the primary functional areas within which local government's community development responsibilities lie, it is now possible to proceed with an identification of the "core"-categories of local government occupations that are relevant to the community development process.

Such occupations will include various professional, technical, administrative and a variety of supportive jobs. Some of these jobs are concerned only with program planning and some only with program implementation. In other cases, both functions are characteristic of the job. The basic occupational categories (as identified by community responsibility area) are listed as follows:

I. Political-Legal Area
   a. General Government
   b. Public Safety and Protection

II. Social Area
   a. Human Resources
   b. Recreation and Culture

III. Physical Area
   a. Housing and Environment
   b. Natural Resources
   c. Transportation and Communication
   d. Economic Development

2. Defenitions

a. Occupational Categories- Classified devisions within which all occupational or job classes which are similar in assigned duties and responsibilities and in the general nature of work performed are grouped.

b. Generic Job Descriptions- Written descriptions of the nature of work assigned to and performed within jobs which are sufficiently similar to be grouped together in job classes. These descriptions also contain a statement as to the general level of training and experience required of employees.

c. Core Occupations- Those universally identifiable occupations or jobs that are basic to a particular function and to the program, facilities and services relative thereto.

3. Generic Job Descriptions

Specific job classes within these core-category occupational areas may be generally described by means of generic job descriptions. The following pages of this report present basic generic job descriptions for the occupational categories within which the various community development activities of local government (as identified earlier) are carried on. In many cases, jobs of a particular class may have application in more than one functional area (see Chart 2). However, only one description of each job class will be presented in this report. (Elected positions are not included.)

I. Political- Legal Area

A. General Government Occupations- These occupations are concerned with overall administration and control of local government functions, including day-to-day administration, long and short term planning, financing governmental operations, personnel administration and staffing. Many of the jobs included in this community responsibility area are elective offices. This is particularly true in the legislative and executive categories, and general educational and training requirements cannot, therefore, be stated for these key jobs.

The general administration occupations that are permanent career-type jobs include a variety of administrative, managerial, and supportive positions. These jobs range from the local governments chief executive (if not elected)

to positions with responsibility in such functional areas as personnel administration, financial administration, purchasing, staff services, etc. General educational requirements vary considerably but normally include college training in business or public administration, accounting, management or related areas for administrative jobs, and minimum-level high school education for technical, sub-administrative and other supportive occupations.

Basic Identifiable Core Occupations Include:

1. Legislative Core Occupations Include:

   Note: Most positions within these functional categories are elective in nature and cannot be categorized for purposes of training and experience analysis. They are basically law and policy making and/or top level administrative jobs. Included in this category are:

   a. Commissioner
   b. Councilman (Alderman)
   c. Mayor
   d. Mayor Pro-Tem
   e. Commission Chairman
   f. State Legislators

2. General Administration

   a. County Administrator- As chief administrative employee of a county, performs administrative and managerial duties in transacting the business of the jurisdiction. Primary responsibilities fall into the areas of fiscal management, budgeting, and overseeing county functions for which the county commission is responsible. (College graduation plus considerable relevant experience desirable).

   b. City Manager- Directs and coordinates administration of municipal government in accordance with policies determined by the city council or other authorized elected officials. He also appoints department heads and their staffs as provided

by state laws or local ordinances.

c. City (County)Clerk (Sometimes Clerk-Treasurer)- Performs varied supervisory, and administrative work in the preparation and maintenance of documents and records, in codification of ordinances and laws. and in the custody and disbursement of funds. (College graduation or high school plus advanced business-oriented education plus experience desirable.)

d. Director of Finance - Formulates financial policies, and directs and plans programs such as budgeting, financial accounting, assessment, collection of taxes, disbursement of public funds, purchasing, and related activities of a financial nature. (College graudation plus considerable related experience desirable.)

e. Administrative Assistant (Aide)- Assists department heads (elected and appointed) or other high level program administrators in planning, policy formulation, program evaluation, public relations, and other executive functions. (Education in advance of high school level generally desirable--some positions require college graduation and/or specialty experience.)

f. Personnel Officer- Directs and plans all or part of a personnel program for a city or a local government agency. (College plus experience desirable High school plus considerable related experience acceptable.)

3. Supportive (to this or any other area)

a. Clerk- Work involves the performance of varied clerical tasks in standarized or systematized office operations. No previous experience required. (High School graduation desirable.)

b. Clerk-Typist- Types letters, statements, reports, and forms from simple copy; performs related records maintenance duties; has limited contact with public; no previous experience required; closely supervised. (High School graduation, including coursework or training in typing.)

c. Senior Clerk-Typist- Types moderately complex letters, reports, and fiscal statements from rough drafts; has some public contact and maintains complex office records; requires some previous experience. (High School or Business School plus some work experience.)

d. Computer Operator- Performs technical work in the operation of an electronic computer system. Work involves setting tape drives, preparing data from processing computer runs, and running computer programs for test purposes. Ability to follow written instructions prepared by programmers or analysts is essential. (Technical training plus some work experience.)

e. Computer Programmer- Writes computer programs for processing financial, management, and related data by electronic computers. Work involves the preparation of general block diagrams and detailed flow charts, the translation of information to computer language, testing and debugging

programs and the maintenance of computer programs. (Specialized training above the high school level required.)

f. Key Punch Operator- Operates alpha-numeric keypunch machine; codes, sorts, punches, and verifies cards following standard routines and using established sources of data; performs some related clerical work. (High School graduation plus specific keypunch operation training desirable.)

g. Secretary- Performs secretarial duties for a senior executive involving responsibility for facilitating management details; interviews callers and answers non-policy questions; may supervise several clerical assistants. (High School graduation with coursework or related training in shorthand and other secretarial sciences.)

h. Administrative Secretary- Serves as secretary to the Chief Administrator and/or elected Head (s) of the Government. Duties are highly complex and involve extensive public contact. (Same as above plus several years practical experience.)

i. Storekeeper- Receives, stores, and issues equipment, materials, parts, or tools, keeps perpetual inventory records and maintains stock levels on own initiative. (High School graduation desirable.)

j. Purchasing Agent- Prepares complex specifications and contacts vendors on purchase of major items of equipment or large quantities of supplies. (College training desirable, high school plus experience acceptable.)

k. Account Clerk- Makes record entries from source documents in a variety of journals following routine procedures. Performs related accounting, clerical and bookkeeping work of a non-complex nature. (High school graduation with accounting coursework or related experience.)

B. Public Safety and Protection Occupations- Such occupations are responsibilety for planning, directing, and implementing all of the activities of a local government's public safety agencies such as the police department, fire department, civil defense department, code enforcement agencies, and the courts.

Entry level jobs in these areas usually require high school graduation, while some specialized public protection positions require college graduation with specialization in public administration, law, or engineering. Police and fire administrators generally are promoted from within the ranks after serving in progressively responsible positions, and generally do not require advanced formal education.

Basic Identifiable Core Occupations Include:

1. Law Enforcement

a. Police Officer/Deputy Sheriff- Performs any or all of a variety of duties in the enforcement of laws including controlling traffic, preventing crimes and civil commotions, serving the courts in various capacities, transporting and caring for prisoners, etc. (High School education desirable.)

b. Supervisory Police Officer/Chief Deputy Sheriff- Supervises and coordinates activities of subordinate law enforcement officers. (High School education plus experience desirable.)

c. Criminal Investigator/Detective- Performs detailed investigational work in gathering evidence for use in the apprehension, prosecution, and conviction of law violators. (College graduation preferred--

high school plus specialized experience acceptable.)

d. Chief of Police- Directs and Coordinates the activities of municipal police department. (College desirable--high school plus considerable responsible experience acceptable.)

2. Fire Protection

a. Fireman-Controls and extinguishes fires, protects life and property, and maintains equipment. Administers first aid in emergencies. (High school education desirable.)

b. Fire Inspector- Inspects structures and premises to detect and eliminate fire hazards and to insure compliance with applicable codes and laws. (High School plus experience.)

c. Fire Chief- Supervises personnel and coordinates activities of municipal or county fire department. Directs line operations and administers laws and regulations affecting department. (College desirable--high school plus considerable responsible experience acceptable.)

3. Code Enforcement

a. Inspectors (Various Types)- Perform technical work of an inspectional nature in the enforcement of building and zoning codes and ordinances, electrical, plumbing, fire, health, sanitation, and other related codes. (High school plus related experience; may require certification or registration.)

b. Supervisor of Inspection- Supervises a staff of inspectors in the performance of their duties relative to the enforcement of codes and ordinances. (High school plus considerable related experience; may require certification or registration.)

c. Enforcement Officer- Exercises legal authority in the enforcement of laws, codes and ordinances relative to a particular regulatory

function of local government. (High School plus considerable experience.)

4. Civil Defense

   a. Civil Defense Officer- Coordinates activities of workers engaged in preparing for or combating disaster situations, and works with civic and professional leaders in developing and implementing plans and programs. (College graduation desirable plus some related experience.)

   b. Civil Defense Training Officer- Coordinates civil defense public information program in community, and instructs paid and volunteer workers in techniques for meeting disaster situations. (College graduation desirable plus some related experience.)

5. Judicial

   a. Bailiff- Serves court in a variety of ways, including seating and attending witnesses and jurors, maintaining courtroom order, etc. (High School plus related experience desirable.)

   b. Court Clerk- Performs clerical duties in court of law; prepares docket of cases to be called; records arrangement for payment of court fees and disposition of court cases and orders on court records; maintains related records. (High school plus some clerical experience desirable--law training also desirable.)

   c. Probation Officer- Performs responsible field and office work in investigating the backgrounds of adult and juvenile offenders, and in supervising their conduct when they are placed on probation by a court. (College graduation plus related social service experience desirable.)

   e. Judge- Arbitrates, advises, and administers justice in a court of law. May preside over a particular municipal or county court. (May be elected or appointed; college plus Bar membership generally required.)

f. Solicitor- Performs legal work for local government. Advises administration regarding legal matters and represents the jurisdiction in litigation.

g. Court Reporter- Records examination, testimony, judicial opinions, judge's charge to jury, judgement or sentence of court, or other proceedings in court of law. (High school plus considerable related clerical experience.)

II. Social Area

a. Human Resource Occupations- Includes those occupations concerned with the care, cultivation, rehabilitation and productive utilization of manpower resources.

These occupational classes are responsible for the planning and conduct of programs for the care and total development of a community's human resources. Included are jobs in the fields of manpower development, education, health, and welfare. There are a number of programs in these areas which are conducted at the local government level, and these require specialists and technicians with diverse backgrounds.

Manpower development occupations are those concerned with the career development of a community's human resources. Much work within this manpower area is done with disadvantaged community residents, but the scope of the manpower development program executed at the local level is such that the entire community is served.

Requirements for occupations in this field generally include college graduation for the administrative jobs and high school or above for the technician and other support positions. In addition, emphasis is now being placed upon involving the lesser educated, socially and economically deprived community residents in jobs within the various manpower program areas.

1. Manpower Development

(a) Manpower Program Director- Directs activities of personnel engaged in compiling, analyzing, and presenting data on employment problems and other manpower-related topics, and plans and supervises action programs aimed at the development of manpower capabilities and the solution of related problems. (College graduation plus some applicable experience desirable.)

(b) Manpower Planning Specialist- Performs a variety of technical and professional duties in the formulation and implementation of plans for total growth and development of groups of individuals, with specific emphasis on improving attitudes, skills, and abilities needed for productive employment. (College graduation desirable--high school or some college plus experience acceptable.)

(c) Manpower Analyst- Works in the analysis of community manpower resources and the areas of developmental needs related thereto. (College graduation desirable.)

(d) Manpower Program Aide- Performs a variety of sub-professional assistance duties in the conduct of manpower programs, and in the effective involvement of the community within these programs. (High school desirable, but not required--residence in the target community may be a requirement for some jobs.)

2. Education

(a) Teacher- Performs professional teaching duties in instructing youths and adults in academic and non-academic courses in public schools or other organizations. (College graduation plus certification generally required.)

(b) Special Education Teacher- Instructs gifted, handicapped, or other

exceptional children in academic and non-academic courses. (College graduation plus additional specialty training highly desirable--certification generally required.)

(c) Principal- Administers and supervises instructional program, clerical activities, and auxiliary services (such as cafeteris, pupil transportation, and recreation) in school to provide maximum educational opportunities for pupils. (College graduation with advanced degree and experience desirable.)

(d) School Superintendent- Administers affairs of city, county, or other school system, generally under the direction of a board of education. (College graduation plus considerable relevant experience desirable.)

(e) Technical-Vocational Instructor- Teaches technical subjects in high school, technical institute, or other educational institution, with emphasis on practical application. (College plus teacher training desirable in some instances--others require skill in trades or crafts plus teaching ability or experience.)

3. Health

a. Hospital Administrator- Administers and coordinates activities of hospital personnel and utilization of institutional facilities in order to promote community health and welfare. (College graduation with specialized training desirable--advanced degree and/or experience may be required.)

b. Public Health Physician- Doctor of medicine who, as an employee of a community health department, diagnoses and treats diseases and disorders of the human body. May specialize in any of several branches of medicine. (A license to practice medicine is required--other related training and experience may be desirable.)

c. Supervisory Nurse-Directs and supervises the activities of a staff of professional nurses and related supportive employees engaged in the care and treatment of diseases and disorders of the human body, and the

prevention thereof. May work in a local health department or institution. (Requires registration as a professional nurse and considerable practical experience--may require advanced college degree or training.)

d. Registered Nurse- Performs duties requiring substantial specialized judgemen and skill in observation, care, and counsel of ill or injured persons, and in promotion of community health and prevention of illness. (Must meet educational, legal, and training requirements for professional nurses as established by State Board of Nursing.)

e. Sanitary (Public Health) Engineer- Performs complex engineering and technical duties in analyzing and solving sanitation problems within a community or municipality. (College degree in engineering and some experience desirable--registration may also be required.)

f. Sanitarian- Plans, develops, and executes environmental health programs; determines and sets health and sanitation standards, and enforces related regulations. (College degree desirable--high school plus considerable additional training and experience may be acceptable.)

g. Medical (Technician) Technologist- Performs chemical, microscopic, and bacteriologic tests to provide data for use in treatment and diagnosis of disease. May specialize in a particular area of practice. (High school plus additional technical school or college training desirable-some jobs may require college graduation.)

h. Medical Assistant- Performs a variety of duties related to the care and treatment of ill or injured persons, including specialty equipment operation, laboratory testing, patient examination, records keeping, etc. Duties are performed under the supervision of a physician. (High school or technical school graduation desirable--additional training or experience may be required.)

i. Nurses' Aide, Practical Nurse, Attendant- Assists with the care and

treatment of hospital patients and other sick and injured persons under the direction of nursing and medical staff. Duties include patient hygiene food service, facilities cleaning and maintenance, etc. (High school graduation plus some experience desirable- may require additional training and experience for license qualification.)

4. Public Welfare

a. Program Director- Directs and administers any or all of the components of a community public welfare program in conformity with policies of the welfare board and availability of funds. (College graduation with advanced specialty degree plus considerable related experience desirable.)

b. Supervisory Caseworker- Supervises caseworkers, aides, and students of school of social work; assigns and monitors cases and other duties and coordinates staff activities. May conduct or direct staff development programs. (Advanced degree in appropriate specialty plus experience desirable.)

c. Caseworker- Counsels and aids individuals and families requiring the assistance of social service agency. Aids clients to modify attitudes and patterns of behavior by increasing understanding of themselves and their problems, and refers them to community resources and other sources of assistance. (College degree, generally at master's level, desirable.)

e. Program Aide- Performs routine duties in any of a variety of program areas to provide support to professional staff and to insure maximum public acceptance and program effectivness. (High School desirable, but not necessarily required.)

B. Recreation and Culture Occupations: Include those that are concerned with the satisfaction of various recreational and cultural needs of the community. Specifically, jobs in local government that fall within this category are those

concerned with the planning and direction of a recreation and parks system, and those involved in the promotion and/or development of museums, libraries, programs and facilities for the arts and theater, and other cultural programs.

Recreation and parks specialists formulate policies, rules, and regulations, and devise and execute capital improvement and financial plans. General education requirements for the professional level jobs include college graduation with specialization in recreation, planning, landscape architecture, or related fields. Additionally, a variety of related sub-professional and technical jobs require high school or technical school graduation.

Occupations in local government which are concerned with the arts and theater include museum curators and administrators and various jobs with regulatory and administrative planning responsibilities etc. Professional librarians and other specially trained (usually at the college level) persons are required to fill jobs in the libraries and related cultural-educational facilities operated at the local government level.

Basic Identifiable Core Occupations Include:

1. Recreation and Culture
   a. Parks and Recreation Director- Plans and directs the activities of a community recreation and parks system. (College plus some related experience desirable.)
   b. Recreation Program Specialist- Plans recreation activities and coordinates programs and activities with other community agencies such as community action, education or welfare departments. (College graduation desirable.)
   c. Recreation Leader- Conducts recreation activities with assigned groups in public department or voluntary agency. Organizes, promotes, and develops interest in activities such as arts and crafts, sports, games, etc.

d. Librarian- Maintains library collection of books, periodicals, documents, films, recordings, and other materials, and assists groups and individuals to locate and obtain materials. (College graduation desirable--post high school training acceptable.)

e. Library Assistant (Technician)- Compiles records, sorts and shelves books, and issues and receives various library materials such as books, films, and phonograph records. Repairs and restores materials as required. (High school graduation plus some experience desirable.)

III. Physical Area

A. Housing and Environment Occupations- Are those occupations concerned with the planning, production, and upkeep of adequate private and public housing, and the evaluation and improvement of neighborhood and community environments. Positions included herein are those responsible for activities such as the construction, maintenance, and operation of water supply, sewerage and sanitation, municipal waste disposal public housing and the operation and maintenance of municipal or public building.

Some administrative jobs require college graduation with engineering or other specialty degrees, while the sub-professional and supportive jobs require a wide variety of skills and educational backgrounds.

Basic Identifiable Core Occupations Include:

1. Public Utilities and Sanitation (See Transportation for description of Public Works Administrative and related positions).

a. Public Utilities Engineer- Performs professional engineering work in field of regulation and control of public and private electric, water, and other utilities. (College graduation in appropriate area of engineering required--registration may also be necessary.)

b. Civil Engineer- Prepares plans, designs, specifications, and cost estimates for urban development and public works construction projects. (College graduation generally required--registration

may be desirable--high school or technical school plus considerable experience may be acceptable.)

c. Engineering Technician (Aide)- (See Transportation)

d. Utilities Director or Supervisor- Directs office staff and coordinate utilities system activities. Supervises and directs workers engaged in the operation, servicing, and repair of equipment. (High school plus experience necessary some jobs require college.)

e. Plant Operator - Operates a water, sewerage treatment, generator, or other public utilities plant, and sees to its maintenance and upkeep. (Technical education sufficient to qualify for state license is necessary.)

f. Utilities Technician- Performs technical lab and/or operation assistance work in a water plant, sewerage treatment plant, or other such utility facility. (Technical education above the high school level highly desirable.)

g. Linesman; Groundsman- Perform a variety of skilled, semi-skilled and/or unskilled laboring tasks in the installation, operation and maintenance of public utilities equipment. (Trades experience necessary for some jobs; others require little or no practical experience or formal.)

h. Meter Reader- Performs field work in reading meters and recording comsumption. (High school graduation desirable.)

i. Sanitation Superintendent- Plans and directs programs and activities for the pickup and disposal of garbage, trash, and other solid waste. (High school graduation plus supervisory training and considerable experience desirable.)

j. Truck Driver- Operates heavy sanitation trucks, and acts as supervisor or lead worker over a crew of laborers. (Requires driver's license and some experience.)

k. Waste Collection Laborer- As a member of a waste collection crew, lifts, carries, and places in trash or packer trucks, garbage, trash , and related refuse. (No basic education or experience requirements.)

2. Public Housing and Urban Renewal

a. Urban Renewal Coordinator-Analyzes alternatives and makes recommendations on methods, procedures, and criteria to be employed for urban re-development or neighborhood conservation projects. (College graduation and some related experience desirable.)

b. Urban Renewal Worker- Implements neighborhood conservation programs by disseminating information and encouraging neighborhood cooperation with the achievement of program goals. (College graduation desirable--high school or some college plus related experience acceptable.)

c. Public Housing Project Coordinator- Coordinates and administers a program of low cost public hosing, and directs the maintenance and upkeep of the facilities.(College graduation in business or a related field plus applicable program experience desirable.)

3. Community Action, Affairs and Relations

a. Social Planning Analyst- Performs social analyses and planning duties. such as the study and evaluation of social conditions and of the agencies and programs concerned with resolving social problems. (College graduation desirable-may require advanced degree.)

b. Neighborhood Development Counselor- Coordinates, organizes, and attempts to stimulate citizen interest and participation in various community action programs. (College degree desirable--high school plus some college and related experience acceptable.)

c. Community Relations Officer- Performs community relations duties within an assigned neighborhood, including disseminating information, listening to and solving problems of residents, arbitrating disputes, and related tasks. (High school education desirable, but may not be required.)

d. Program Aide- Performs sub-professional, supportive duties in the planning and implementation of various community action programs.

4. Community Planning (can also fit into several other areas)

a. Community or Urban Planner- Develops plans and programs for the utilization of land, physical facilities, and other resources of cities, metropolitan areas, counties, and regions. (College plus experience required-advanced specialized degree highly desirable).

b. Planning Assistant (Aide)- Compiles data to be used by urban planners in making various planning studies, and generally assists with the performance of the planning function. (High school plus some additional college or technical training desirable).

c. Engineering Aide (Technician) (See Transportation)

B. Natural Resources Occupations- Those occupations which deal with the location, identification, cultivation, conservation, extraction and utilization of natural resources. Occupations within this area are, in many cases, demanding of relatively high levels of formal education and experience. Administration, engineering, and planning jobs generally require college graduation (frequently with advanced degree). Technical jobs require high school plus additional technical training.

Identifiable Core Categories of Occupations Include:

The total natural resource function within local government is, by necessity, greatly dispersed throughout a variety of program areas. A variety of engineering and related scientific specialists are required for program planning and execution in the area of natural resources. These include:

a. Environmental Engineer- Performs a variety of technical and professional engineering duties in one or more program areas concerned with pollution control and/or environmental improvement. (College-plus applicable experience.)

b. Chemical Engineer- Prepares plans and establishes standards for analyses and investigation of problems such as waste disposal, air and water pollution, radiation hazards, and occupational diseases for urban renewal, health, and related planning projects. (College graduation generally required and registration may also be a requirement--high school or technical graduation plus considerable related experience may be acceptable for some positions

c. Chemist- Performs a variety of professional and scientific duties in the chemical treatment and analysis of natural resources and related contaminates. May work in laboratory, field or both. (Requires college degree in chemistry or related laboratory science.)

d. Biologist-Works in programs aimed at the evaluation, application and control of plant and animal resources, and at the identification and control of related disease and other destructive agents. May work in laboratory, field, or both .(Requires college graduation with a degree in biology or related laboratory science- e.g. botany

e. Field Technician- Performs a variety of technical and/or laboratory oriented duties in programs aimed at the analysis, testing, development and treatment of various natural resources. (Technical training above the high school level in laboratory science. May, in some instances, require college graduation and/or considerable related technical experience.)

f. Engineering Technician (Aide)- (See Transportation)

g. Forester- Performs progessional and technical duties in the protection and cultivation of forest resources. (College graduation in forestry or related area necessary.)

h. Forest Technician- Assists professional foresters in the technical work associated with the protection and cultivation of forest resources. (High school plus additional technical training and/or related experience desirable.)

i. Program Director- Directs and administers a program aimed at specific or overall environmental improvement. Specific areas of specialty include water resources, air quality control, industrial hygiene, etc. (College plus considerable related experience highly desirable.)

C. Transportation Occupations- Those which deal with the planning, development, implementation, operation, and upkeep of transportation systems and vehicles. Occupations within this area will require personnel with a wide variety of educational backgrounds, ranging from college graduation (in some cases with advanced degrees) to high school or below. In many cases relevant experience is also a necessary prerequisite.

Basic Identifiable Core Occupations Include:

1. Planning and Administration or Transportation

   a. Tra ic Engineer- Plans for the improvement of street systems to expedite traffic movement. Investigates and solves traffic conditions and problems in urban or metropolitan areas. (College plus experience required - additional (advanced degree) and/or registration highly desirable).

   b. Engineering Technician (Aide)- Performs elementary field or office tasks in support of engineers engaged in planning and other projects, and assists in preparing reports, charts, graphs, and tabulations for use in urban development plans or other planning and development activities. (High school or technical school graduation generally required - additional applicable experience desirable).

   c. Program or Agency Director- Directs and coordinates the activities of a public transportation agency, and has overall responsibility for the total operation and maintenance of the system.

2. Public Works (Note: The public works function could be placed in any number of community responsibility areas such as Housing and Environment, Natural Resources, etc. The decision was made to place this activity under transportation since many of its activities relate so closely to this function).

   a. Director of Public Works- Plans, directs, and coordinates a comprehensive city or county public works program which includes such activities as road and bridge construction and maintenance, trash and garbage collect on, etc. Jobs within this class may also be designated city or county engineer. (College graduation with an engineering degree desirable- High school or technical

school graduation plus considerable responsible experience sometimes acceptable- registration may also be required.)

b. Public Works Engineer- Performs a variety of professional and technical duties relevant to the planning and conduct of a comprehensive public works program or a major component thereof. (College graduation with an appropriate engineering specialty desirable- High or technical school plus considerable experience acceptable.)

c. Director of Roads & Bridges- Administers and gives technical direction to a streets and bridges public works program. (High school graduation plus considerable responsible experience in supervisory work related to road construction maintenance.)

d. Mechanic- This is skilled mechanical work at the journeyman level in the maintenance and repair of automotive and/or construction equipment.

e. Mechanic Foreman- Performs supervisory and skilled mechanical work in the repair of automotive and/or construction equipment; assigns and checks work of skilled and semi-skilled subordinates. (Same as above with responsible supervisory experience.)

f. Maintenance Foreman- Supervises a moderate size group of laborers and equipment operators engaged in construction, maintenance, or production work. Operates automotive and/or construction equipment as required. (Same basic education plus considerable construction experience desirable.)

g. Construction Equipment Operator- This is skilled work in the operation of medium to heavy trucks, motor graders, small bulldozers, rollers, and drag lines, and related equipment. (Same experience in the operation and maintenance of such equipment.)

h. Semi-Skilled Laborer- Performs laboring tasks in the maintenance, repair, and care of streets, parks, and related facilities requiring the limited use of manual skills and the operation of various manual and automatic tools and small equipment. (Some related experience desirable).

i. Unskilled Laborer- Performs unskilled manual labor year round such as exacuvating dirt or gravel, digging ditches, and doing heavy lifting and carrying. (No basic educational or experience requirements).

3. Airports

a. Airport Manager- Supervises and directs the operation of a municipal or other public airport facility. (College graduation with business administration or related major desirable; considerable experience necessary).

b. Traffic Controller- Coordinates air traffic into and out of a public airport facility. (College plus experience necessary-license required).

c. Airport Attendant (Technician)-Performs a variety to technical, manual, and clerically related jobs relative to the operation and management of an airport facility. (High school graduation desirable; some relevant training may also be a requirement of specific jobs within this class).

4. Communications (Included in other relevant sections).

D. Economic Development Occupations- Direct, plan, and carry out activities of various local economic development agencies, which are primarily concerned with providing economic opportunities for citizens, and promoting development and expansion of industry, commerce and agriculture within the community.

College graduation is a general requirement for administrative economic

development occupations, while high school level training is normally a minimum requirement for subordinate jobs.

Basic Identifiable Core Occupations Include:

1. Commercial and Industrial Development

   a. Director of Economic Development- Plans, supervises, and coordinates a comprehensive program aimed at improving the economic status of a community and its people. Programs generally place primary emphasis on providing opportunities for disadvantaged and economically deprived people. (College graduation plus considerable related experience in government, business, or industry).

   b. Employment Counselor- Counsels with individuals and groups concerning available employment opportunities, interviews job applicants, and refers them to prospective employers for consideration. Special emphasis is placed upon placement of minority groups and other disadvantaged persons in productive capacities within the community's economic structure. (College graduation with appropriate specialty desirable).

   c. Economist- Conducts studies to determine the economic feasibility of various urban betterment programs, with special emphasis on housing, and other physical and economic improvement activities. (Minimum college graduation.)

   d. Economic Analyst- Analyzes the various factors affecting economic development within a community and incorporates these findings into programs designed to improve the economy of the community and the economic lot of its citizens. (College graduation generally desirable- major coursework in economic geography or a related field).

e. Program Aide- Performs sub-professional duties in assisting with the conduct of economic development programs. (High school desirable but not generally required).

2. Agricultural Development

a. Agricultural Agent- Instructs and advises farmers concerning agricultural problems and programs, and disseminates information and works with other community officials in promoting economic opportunities through the extension service. (College graduation plus considerable relevant experience desirable).

b. Home-Demonstration Agent- Instructs and advises women, primarily in rural communities, in developing and implementing programs to improve farm and family life and to promote economy in home management.

3. Land Development and Planning

a. Architect- Plans and designs physical structures and organizes the services necessary for their construction. (College graduation generally required--registration may also be desirable).

b. Landscape Architect- Plans the landscaping of areas to be used as parks and recreational areas, and the development and beautification of land areas in economic improvement and development projects. (College graduation generally required).

c. Regional or Community Planner- (See Housing and Environment).

d. Planning Aide- (See Housing and Environment).

Summary Comments

In preparing this report, primary emphasis has been placed upon the identification and definition of those core occupations or jobs that are basic to, and form the "backbone" of, the various functional areas within which local governments discharge their community development responsibilities. Within the various forms and types of local governmental organizations there are, generally, many inconsistencies in the application of class or job titles. However, the work performed within the framework of these various titles is generally consistent from one jurisdiction to another. Consequently, the generic descriptions presented herein are basically reflective of the different types and levels of work found within the framework of local government.

IV. Manpower Sources, Attrition, Attitudes and Motivation

In the public service, particularly at the local government level, there are definite employment patterns that are of significance in this type of study. These patterns are detectible in the areas of manpower sources, losses, employee attitudes, and motivational considerations, and each must be analyzed if the total employment picture is to be accurate and complete.

The sources of community development manpower at the local government level are many and varied. Workers are attracted to the public service from many origins, ranging from the university to private industry to high schools, semi-skilled, unskilled, and common labor pools.

Generally, such factors as the nature and type of work and the relative compensation level will dictate the kind of employee availability, and hence, the source from which the employee may be attracted. However, some general observations as to manpower sources can validly be made. These include:

A. Unskilled, semi-skilled and skilled labor-

Sources generally confined to locale of the community within which employment is available. These are generally non-transient workers, and must come from manpower resources of the local community.

B. Clerical, sub-administrative, and other supportive jobs-

These types of jobs are, historically, rather low paying, and sources of prospective workers are generally limited to those available within the local community. Benefits of employment within these job categories are simply not attractive enough to lure people from distant sources. Jobs must, therefore, be filled from the local labor market. Primary sources are high school and technical school graduates? Persons re-entering the labor force, and workers seeking employment with a high degree of job security.

C. Technical, mechanical, and related jobs-

Positions within these areas are somewhat easier to fill with properly trained employees, in that: (1) pay levels are generally higher and more competitive and (2) recruitment efforts are undertaken on a much broader scale than with lowerlevel jobs. Also, with the advent of increased and intensified efforts to provide practical education and training in the technical and related areas, more of these young, qualified workers are available than ever before.

D. Professional, administrative, managerial, and related jobs-

Local government is still at a disadvantage in attempting to recruit qualified, competent employees in these areas. Historically, the bulk of these employees have worked their way up through the ranks, and have largely been lacking in the formal education and advanced training needed for optimum work performance (as evidenced in the relatively small numbers of college graduates working in local government).

Improved compensation schedules are tending to lure more and more educationally qualified employees into these key jobs from private industry and the college campus, but efforts to recruit are still generally limited to the industries, colleges and universities of the State and those within the immediate geographic area.

Attrition, or turnover, within the public service has historically been high in the lower level job classes and relatively low in upper level positions. Alarminghly high turnover rates have been the rule for the low-paying jobs within the lower echelons of the public service, while in the professional and administrative jobs the loss rate is low. Recent events in local governments throughout the southeastern United States, for example, have clearly demonstrated the high rates of turnover (and related pay problems) in unskilled laboring jobs within the sanitation and public works area. Also, a recent survey by the ICMA, revealed that stability within professional level jobs (e.g., City Manager, Finance Directors, etc.) is good. There is, to be sure, movement within these fields, but it is not nearly the problem in lower level, lesser paying jobs.

Attitudinal and motivational factors affecting employees within the core category occupations of local government are similar to those of the public service as a whole. They have been characterized by a number of factors of a negative nature. These incldue:

1. The belief that a public service career is "second rate".
2. The feeling of being underpaid and, thus, negatively motivated.
3. An overt sense of job security.
4. The absence of true goal-oriented work, which provides positive incentives and work attitudes.

These factors may or may not be based on fact. However, they are in evidence in society. For example, most every public employee has at one time or another been asked "When are you going to quit the city (county, state, or whatever) and get yourself a job?" (From Public Personnel Review; April 1968.) Similarly, nearly every reputable survey of wages and fringe benefits in selected local governments reveals a disparity in the rates of public and private pay.

As the challenges facing the public service have expanded, and the quality of the service and its employment benefits materially improved, these factors have begun undergoing a marked change. However, there are still many stigmas attached to a career in government (particularly at the local level), and these must eventually be overcome if the public service is to enjoy the status with private industry and commerce that it now deserves. In short, both the attitude of the public worker and the attitude toward him must be significantly changed if the employment situation is to be improved at the local government level.

Specific needed improvements include the development of a realistic, competetive pay and fringe benefit structure, the provision of material incentives for exceptional performance, the improvement of rapport between local government and the citizens it serves, and the more efficient organization and direction of governmental programs toward realistic, worthy objectives (e.g.), solution of problems associated with population concentration such as poverty, environmental pollution, law and order, education, etc.)

Normal Job-Skill Relationships and Occupational Paths-

The normal job-skill relationships existing within and among core category occupations are easily identified and described for some job classes, but rather difficult for others. Generally, the basic, supportive-type jobs are very similar in their skill requirements, regardless of the functional areas to which assigned. Clerks, typists, stenographers, draftsmen, laboratory technicians, administrative aides, bookkeepers, and a host of others "common-class"

occupations require virtually the same skills and abilities throughout the public service. This is true for most jobs for which adequate training can be secured at the high school or technical school level, and for some jobs requiring college education (e.g. accountants, engineers, etc).

The higher level jobs in each funcational area are, of necessity, specialized within a particular functional area. Thus, the training and experience requirements are usually both more specific and more demanding. Occupations at the program director level, for example, are most often highly specialized, and require the possession of a body of detailed knowledge within a particular discipline. Job-skill relationships for these upper level occupations are generally specific and unique, and there is considerably less correlation between jobs at these levels than exists in the lower level, common-class occupational areas.

A similar situation exists in the area of normal occupational paths for core category employees in local governmental jurisdictions. At the clerical, technical, supportive level the opportunity for advancement exists in both inter and intra-functional areas. Persons hired to fill these types of entry level jobs can generally advance rapidly, either within their department or by transferring to other agencies. (This is primarily true in larger jurisdictions, however, due mainly to the increased number of existing jobs and the relatively high attrition rates.)

Advancement within these job classes, although comparatively rapid, is generally limited to sub-professional and sub-administrative levels. Historically, it has been somewhat common for employees to start their career in the lower-level jobs and work up to administrative or managerial levels through tenure and satisfactory service. However, the advent of new, expanded, and more complex programs, coupled with a move toward wage comparability, has largely curtailed

this practice (and will do so even more as time passes).

Persons qualified for entry-level professional and administrative positions can advance through the range of jobs within their functional area, but the rate of advancement becomes increasingly slower as they progress up the scale. This is due to (1) the "narrowing" effect (less jobs) experienced as the top professional and administrative levels are approached, and (2) the relatively higher degree of stability and low turnover within these top job classes. Also, the upper-echelon positions within most community development categories require a high degree of specialization and particular expertise, and one's chances of moving across functional or departmental lines are proportionally reduced as his specialized knowledge increases.

LOCAL GOVERNMENT MANPOWER REQUIREMENTS
FOR COMMUNITY DEVELOPMENT IN SOUTH CAROLINA

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